

## Message Text

PAGE 01 STATE 111535  
ORIGIN NEA-10

INFO OCT-01 AF-10 ARA-06 EA-07 EUR-12 NEA-10 IO-13  
ISO-00 DEAE-00 CIAE-00 INR-07 JUSE-00 NSAE-00  
SNM-02 TRSE-00 USIA-06 NSC-05 OES-07 OMB-01  
AGRE-00 AID-05 DODE-00 SS-15 IGA-02 L-03 ABF-01  
H-01 /114 R

DRAFTED BY NEA/PAB:MAUSTRIAN/S/NM:MLCHESHES:AG  
APPROVED BY S/NM:MFALCO  
NEA:ADUBS  
EUR/WE:EBEIGEL  
NEA/RA - MR. HOLLY

-----151819Z 011200 /45

R 151443Z MAY 77  
FM SECSTATE WASHDC  
TO AMEMBASSY BONN  
AMEMBASSY LONDON  
AMEMBASSY ROME  
AMEMBASSY PARIS  
AMEMBASSY MOSCOW  
USMISSION GENEVA  
INFO AMEMBASSY KABUL  
AMEMBASSY TEHRAN  
AMEMBASSY ISLAMABAD  
AMEMBASSY ANKARA

C O N F I D E N T I A L STATE 111535

FOR NARCOTICS COORDINATOR FROM SENIOR ADVISER FOR NARCOTICS

E.O. 11652: GDS

TAGS: SNAR, PFOR, AF, US

SUBJECT: OPIUM CULTIVATION IN AFGHANISTAN

CONFIDENTIAL

PAGE 02 STATE 111535

REFERENCES: A) KABUL 2770; B) KABUL 3283

1. SUMMARY: THE DEPARTMENT HAS BECOME CONCERNED OVER INCREASED AFGHAN OPIUM PRODUCTION. BACKGROUND ON THIS SUBJECT IS INCLUDED IN THIS MESSAGE AND IN TWO EMBASSY KABUL MESSAGES BEING REPEATED TO ADDRESSEES. ACTION POSTS ARE REQUESTED TO RAISE THIS ISSUE WITH HOST GOVERNMENTS, SEEKING THEIR SUPPORT WITH THE AFGHANS. END SUMMARY.

2. THE DEPARTMENT AND OTHER WASHINGTON AGENCIES HAVE BECOME

INCREASINGLY CONCERNED OVER THE PRODUCTION OF OPIUM IN AFGHANISTAN. WHILE PRECISE FIGURES ARE IMPOSSIBLE TO OBTAIN, IT IS CLEAR TO ALL OBSERVERS THAT PRODUCTION HAS INCREASED DRAMATICALLY DURING THE PAST FEW YEARS. POPPIES ARE BEING CULTIVATED MORE OR LESS OPENLY IN MANY AREAS OF THE COUNTRY; WITH LITTLE APPARENT AFGHAN EFFORT TO REVERSE THIS TREND. ESTIMATES FOR ANNUAL OPIUM PRODUCTION RANGE BETWEEN 200 AND 400 METRIC TONS. UNDER THE SINGLE CONVENTION, AND UNDER AFGHAN LAW, ALL NARCOTIC CULTIVATION IN AFGHANISTAN IS ILLEGAL.

3. THE UNITED NATIONS FUND FOR DRUG ABUSE CONTROL (UNFDAC) HAS BEEN ASSISTING THE AFGHAN GOVERNMENT ATTEMPT TO CONTROL THIS SITUATION. TO DATE, THIS ASSISTANCE HAS CONCENTRATED ON INTERDICTION OF ILLICIT NARCOTICS IN TRANSIT, RATHER THAN ON ERADICATION EFFORTS. WHILE AFGHAN LEADERS HAVE GIVEN VOCAL SUPPORT TO THE CONCEPT OF ERADICATION, LITTLE OR NO PRACTICAL APPLICATION OF THIS CONCEPT HAS TAKEN PLACE OF WHICH WE ARE AWARE.

4. SOME PROGRESS, HOWEVER, HAS BEEN MADE ON INTERDICTION AND SEIZURES HAVE RISEN ANNUALLY SINCE THE UNFDAC PROJECT WAS FIRST INITIATED IN 1973. SEIZURES IN 1976 TOTALLED APPROXIMATELY 14 TONS. AT BEST, HOWEVER, THIS REPRESENTS ONLY 7 PERCENT OF TOTAL PRODUCTION AND MAY BE AS LOW AS 3 PERCENT OF THE CROP. THIS PROGRAM, TO DATE, HAS COST

CONFIDENTIAL

PAGE 03 STATE 111535

APPROXIMATELY 1.5 MILLION DOLLARS.

5. THE VAST MAJORITY OF AFGHAN OPIUM APPARENTLY IS CONSUMED WITHIN SOUTH ASIA, EITHER IN AFGHANISTAN OR IN NEIGHBORING IRAN. THERE IS NO EVIDENCE OF AFGHAN ORIGIN OPIUM REACHING THE UNITED STATES OR WESTERN EUROPE, AT THIS TIME. HOWEVER, AS EFFORTS ELSEWHERE (PARTICULARLY IN MEXICO, BURMA, AND THAILAND) BEAR FRUIT, IT APPEARS INEVITABLE THAT INTERNATIONAL TRAFFICKERS WILL TURN THEIR ATTENTION TO AFGHANISTAN AS A POTENTIAL SOURCE OF SUPPLY.

6. THERE ARE OTHER TRENDS WHICH COULD POTEND A SHIFT IN MARKETS FOR AFGHAN OPIUM. AFGHANISTAN'S NEIGHBOR, PAKISTAN, HAS BEGIN PRODUCING MORPHINE SULFATE IN SIGNIFICANT QUANTITIES -- AND SOME EFFORT, AT LEAST, HAS BEEN MADE TO CONVERT THIS INTO HEROIN. PAKISTANI ORIGIN MORPHINE SULFATE IS REACHING EUROPEAN MARKETS. THIS TECHNOLOGY IS EASILY TRANSFERABLE. ADDITIONALLY, TRADITIONAL AFGHAN SMUGGLING MAKES IT EXTREMELY DIFFICULT, IF NOT IMPOSSIBLE, TO ENSURE THAT ANY SUBSTANCE PRODUCED IN THE COUNTRY WILL REMAIN THERE. AFGHANISTAN'S BORDERS WITH IRAN AND PAKISTAN ARE PARTICULARLY POROUS AND SIGNIFICANT QUANTITIES OF NARCOTICS ARE BEING TRANSPORTED BETWEEN THESE THREE STATES.

7. INTERDICTION, BY ITSELF, CLEARLY IS NOT THE ANSWER TO THE SOUTH ASIAN NARCOTICS PROBLEM. UNLESS THE SUPPLY CAN BE REDUCED, SOONER OR LATER AFGHAN OPIATES WILL BEGIN TO HAVE AN IMPACT ON WESTERN EUROPE AND THE UNITED STATES. THE SITUATION IN PAKISTAN IS SIMILAR TO AFGHANISTAN, BUT CURRENT DEVELOPMENTS IN THAT COUNTRY MAKE IT IN-OPPORTUNE TO PRESS THIS QUESTION VIGOROUSLY WITH THE PAKISTANIS AT THIS TIME.

8. THE UNITED STATES HAS DISCUSSED THE NARCOTICS ISSUE WITH THE AFGHAN GOVERNMENT, ON A BILATERAL BASIS, AT ALL LEVELS DURING THE PAST FEW YEARS. WE HAVE ASSURED THE CONFIDENTIAL

PAGE 04 STATE 111535

AFGHANS THAT, IN ADDITION TO OUR CONTRIBUTIONS TO UNFDAC, WE ARE PREPARED TO EXTEND BILATERAL ASSISTANCE IN INCOME SUBSTITUTION PROGRAMS. AN EXPERT IN THIS FIELD HAS BEEN ASSIGNED TO ASSIST UNFDAC IN IDENTIFYING VIABLE PROJECTS FOR WHICH BROAD INTERNATIONAL FUNDING WILL BE SOUGHT. BEFORE INITIATING THESE PROJECTS, HOWEVER, IT IS ESSENTIAL TO INSURE THAT THE AFGHANS ARE SERIOUS ABOUT THEIR STATED INTENTION OF PRESSING AHEAD WITH ERADICATION.

9. BOTH THE U.S. GOVERNMENT AND UNFDAC HAVE BEEN ASSURED, DURING THE PAST YEAR, THAT AN EFFORT WOULD BE MADE TO CONTROL, AND EVENTUALLY ELIMINATE, POPPY CULTIVATION IN AFGHANISTAN. DESPITE THESE ASSURANCES, AS NOTED ABOVE, PRODUCTION HAS CONTINUED AND THE CURRENT TREND POINTS TO INCREASED ACREAGE BEING DEVOTED TO THIS CROP.

10. WE HAVE CONCLUDED THAT IT WOULD MAKE A GREATER IMPACT ON THE AFGHANS, AND UNDERLINE THE INTERNATIONAL IMPLICATIONS OF THEIR CONTINUED INACTION IN THIS FIELD, IF A SUFFICIENT NUMBER OF OTHER GOVERNMENTS, PARTICULARLY THOSE MORE DIRECTLY THREATENED BY AFGHAN OPIUM THAN THE UNITED STATES, WOULD AGREE TO RAISE THE NARCOTICS ISSUE IN KABUL. WE ARE REPEATING THE REFTELS TO YOU FOR YOUR INFORMATION.

11. ACTION REQUESTED: UNLESS YOU PERCEIVE AN OBJECTION, ACTION POSTS ARE REQUESTED TO APPROACH THE HOST GOVERNMENT AT THE HIGHEST APPROPRIATE LEVEL, DRAWING UPON THE INFORMATION CONTAINED ABOVE AND IN THE REFTELS, REQUESTING THAT THESE GOVERNMENTS DISCUSS THE SITUATION WITH THE AFGHANS, URGING THE AFGHAN GOVERNMENT TO FULFILL ITS OBLIGATIONS UNDER THE SINGLE CONVENTION AND UNDER AFGHAN LAW.

12. ONE RESULT OF A RECENT VISIT TO KABUL BY A U.S. NARCOTICS TEAM WAS A SUGGESTION THAT AN "AD HOC" INTERNATIONAL COMMITTEE BE ESTABLISHED IN AFGHANISTAN TO DEAL WITH NARCOTICS RELATED MATTERS. YOU SHOULD URGE THAT YOUR HOST CONFIDENTIAL

PAGE 05 STATE 111535

GOVERNMENT SUPPORT THE FORMATION OF THIS "AD HOC" COMMITTEE AND INSTRUCT ITS REPRESENTATIVE TO PARTICIPATE TO ENSURE THE SUCCESS OF THIS EFFORT.

13. FOR MOSCOW: A CONSIDERABLE AMOUNT OF OPIUM PRODUCTION IS TAKING PLACE IN AREAS IN WHICH SOVIET ECONOMIC ASSISTANCE PROJECTS ARE UNDERWAY OR HAVE BEEN COMPLETED. IN FACT, WE ARE INFORMED THAT MUCH OF THE OPIUM PRODUCED IN NANGARHAR PROVINCE IS IRRIGATED WITH WATER MADE AVAILABLE AS A RESULT OF SOVIET ASSISTANCE. WE ARE CERTAIN THAT THIS WAS NOT THE SOVIET INTENTION IN PROVIDING THIS AID.

14. FOR GENEVA: GIVEN THE SPECIFIC NATURE OF DAOUD'S ASSURANCES LAST YEAR, WE ARE CONFIDENT THAT UNFIDAC WILL WISH TO REGISTER ITS CHAGRIN OVER SUBSEQUENT DEVELOPMENTS.

15. FOR BONN: WEST GERMAN INFLUENCE, THE LONG HISTORY OF GERMAN AID TO AFGHANISTAN (PARTICULARLY TO THE POLICE) AND THE FACT THAT THE UNFIDAC ENFORCEMENT PROGRAM IS RUN BY TWO WEST GERMANS LEAD US TO BELIEVE THAT AN APPROACH FROM THE FRG WOULD BE PARTICULARLY EFFECTIVE.

16. FOR PARIS: THE FRENCH AMBASSADOR IN KABUL HAS ALREADY BEEN BRIEFED ON THE NARCOTICS SITUATION AND SUGGESTED THE WESTERN COUNTRIES MUST STAND TOGETHER IN MATTERS OF SERIOUS IMPORT (KABUL 1344). CHRISTOPHER

CONFIDENTIAL

PAGE 01 STATE 111535  
ORIGIN NEA-02

INFO OCT-01 ISO-00 SNM-01 EUR-01 /005 R

66011

DRAFTED BY: NEA/PAB:MAUSTRIAN

APPROVED BY: NEA/PAB:PWLANDE

S/NM:MCHESHES (SUBSTANCE)

EUR/CAN:DBLAKEMORE (SUBSTANCE)

-----030947Z 049128 /21

R 021335Z JUN 77

FM SECSTATE WASHDC

TO AMEMBASSY OTTAWA

CONFIDENTIAL STATE 111535

FOLLOWING REPEAT STATE 111535 SENT ACTION BONN, LONDON, ROME, PARIS, MOSCOW, GENEVA INFO KABUL, TEHRAN, ISLAMABAD, ANKARA 15 MAY 77

QUOTE CONFIDENTIAL STATE 111535

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PAGE 04 STATE 111535

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UNQUOTE VANCE

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<< END OF DOCUMENT >>



## Message Attributes

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**Capture Date:** 22-Sep-1999 12:00:00 am  
**Channel Indicators:** n/a  
**Current Classification:** UNCLASSIFIED  
**Concepts:** AGRICULTURAL PRODUCTION, OPIUM, DRUG CONTROL, PROGRAMS (PROJECTS)  
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**Enclosure:** n/a  
**Executive Order:** 11652 GDS  
**Errors:** n/a  
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**Original Previous Classification:** n/a  
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**Status:** NATIVE  
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**TAGS:** SNAR, PFOR, AF, US  
**To:** BONN LONDON MULTIPLE  
**Type:** TE  
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**Review Markings:**  
Margaret P. Grafeld  
Declassified/Released  
US Department of State  
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22 May 2009  
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